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SIPDIS

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SUBJECT: GERMANY - 2007 TRAFFICKING IN PERSONS REPORT

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11. (SBU) The following is Mission Germany's submission for the seventh annual Trafficking in Persons (TIP) Report. The entire report should be treated as sensitive but unclassified. Mission points of contact are Craig Conway

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12. (SBU) SUMMARY: The German government continued to make important strides in combating TIP:

-- Germany seized on the World Cup as a way to boost public awareness of TIP and to step up efforts to combat it. Earlier fears about an upswing in TIP victims in Germany during the June - July 2006 Soccer World Cup Championship proved unfounded. The International Organization for Migration (IOM), police, counseling centers, and key German anti-trafficking NGOs all concluded independently of each other that there was no significant increase in TIP during the World Cup. These organizations and others credit extensive government-funded public awareness and prevention campaigns, as well as comprehensive police measures, enhanced international coordination, and stepped-up cooperation between government agencies and counseling centers. German officials briefed the EU Council's trafficking working group in January 2007 on measures taken during the World Cup and suggested how the German experience might be used to develop best practices for future large-scale events. Post nominates Germany's successful efforts against TIP during the World Cup for inclusion among best practices highlighted in the Department's 2007 TIP Report.

-- Germany completed ratification of the UN Convention against Transnational Organized Crime together with the Convention's Protocol to Prevent, Suppress, and Punish Trafficking in Persons (Palermo Protocol) on June 14, 2006.

-- Germany established a new inter-agency strategy and analysis center on illegal migration and related crimes (GASIM) in May 2006. Law enforcement personnel and experts from multiple government agencies coordinate efforts to collect data and analyze the scope of and relationship between illegal migration, organized crime, human smuggling, and trafficking in persons.

-- As in previous years, the government funded various campaigns to raise awareness of child sex tourism in 2006.

-- In January 2007, German officials announced government plans to submit federal legislation to criminalize the

activities of clients who knowingly patronize forced prostitutes.

-- German authorities conducted a number of high profile TIP raids and legal proceedings that broke up trafficking rings.

-- Germany began using new labor trafficking laws passed in 2005 and restructured its police units to improve enforcement, but has not yet developed an inter-agency cooperation mechanism similar to the federal/state interagency working group set up in 1997 to coordinate action against sex trafficking. END SUMMARY.

13. (SBU) Responses below are keyed to questions posed in paras 27-34 of ref A:

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Checklist - Overview  
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1A. Victims. Germany is a country of origin, transit and destination for trafficked persons. Trafficking takes place into, within, and through Germany. The Federal Office of Criminal Investigation (BKA) makes a concerted effort to compile accurate statistics, but acknowledges many instances of trafficking go unreported. The key reason for this is the difficulty in identifying victims. Although authorities say EU enlargement has not had a significant impact on the number of identified victims, victims who are EU citizens and thus legally permitted to reside in Germany are often more difficult to identify.

In its most recent report covering 2005, the BKA recorded 642 sex trafficking victims, compared to 972 in 2004. According to the report, the significant drop in the overall number of victims is attributable to a one-time spike in the number of victims from Ukraine in 2004 (183 Ukrainian victims were identified in 2004, compared to 20 in 2005) that resulted from a single police investigation. Of the 642 victims identified in 2005, 115 were German nationals (18 percent -- up five percent over 2004). The number of TIP victims age 18-24 was 339. Eight percent (51 victims) were under 18 and German nationals comprised the largest portion of these victims (28). These statistics capture sex trafficking only, not actions against other related crimes, such as pimping, exploitation of prostitutes, child sex abuse, or human smuggling.

1B. Situation. As in recent years, most victims continue to come from European -- and in particular Eastern European -- countries. Of the 642 victims reported in 2005, 86 percent (down 4 percent from 2004) came from Europe, including Germany. Of the foreign victims, Romanian (18.4 percent) and Russian women (15.7 percent) were the largest groups. Non-European victims came primarily from Nigeria (11 victims or 1.7 percent) and Thailand (3 victims or 0.5 percent). Victims from African countries numbered 32 (5 percent). Victims from Asia numbered 17 (2.7 percent). Thirty victims (4.7 percent) were from the Western Hemisphere.

Government Efforts to Combat TIP and Political Will. Political will to combat trafficking exists at all levels of government, including the Federal Chancellery, Cabinet, and Federal Parliament. Measures enacted in connection with the World Cup demonstrate official commitment at the federal, state, and local levels. Steps the police worked out in advance of the June 9 - July 9 events included the World Cup Security Strategy, the state-federal law enforcement information-sharing framework, greater police presence in red light districts and in the vicinity of commercial sex venues, additional inspections and raids, efforts to raise awareness among hotels, and enhanced cooperation with social institutions and counseling centers. To raise public awareness during the World Cup, almost all state (Laender) parliaments focused on trafficking, either debating or reaching agreement to implement additional measures to combat trafficking in persons.

The government plans in 2007 to update the "Action Plan on Violence against Women" adopted by the previous Schroeder Government in 1999. The action plan laid out a comprehensive approach to combat trafficking in women. The plan also set goals to improve prevention, strengthen cooperation between government agencies and NGOs, punish traffickers, sensitize officials, police, and the general public, and expand international cooperation. The 2003 "Action Plan for the Protection of Children and Juveniles from Sexual Violence and Exploitation," which Germany is now implementing, includes public awareness campaigns on child sex tourism. Both the federal and Laender governments devote substantial resources to combating TIP in Germany and in source countries.

The Christian Democratic Union/Christian Social Union (CDU/CSU) and Social Democratic Party (SPD) coalition

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partners in the German government (elected in November 2005) listed combating trafficking in persons as a high priority in their coalition agreement. The coalition agreement forms a roadmap for major policies and strategies to be implemented in the government's four-year term and specifically cited TIP, as well as improving the overall migration situation, as issues on which the government will focus.

**Trafficking Conditions.** Victims are trafficked for purposes of sexual and labor exploitation.

**Traffickers.** The BKA registered 683 suspected sex traffickers in 2005. As in previous years, German nationals comprised the largest share of suspected traffickers (283 or 41 percent in 2004). Fifty-seven or 8.3 percent of those were born outside of Germany (primarily Russia, Kazakhstan, Turkey, Poland, and Romania).

**Methods used by Traffickers.** With regard to sex trafficking, 220 victims reported being deceived about the true purpose of their entry into Germany, 166 reported having been recruited by professional agencies. Seventy-eight reported traffickers used violence against them. According to the BKA report, many victims who agree to prostitute themselves are deceived regarding exploitative conditions of the work situation. The majority of the victims worked in brothels (307) or apartments (229). Victims working for escort services (170) or in street prostitution (66) were mainly found in big cities. Ninety-three of the 325 questioned victims reported threats received from their alleged traffickers negatively influenced their willingness to testify.

#### **1C. Practical Limitations.**

**C-1. Federalism.** Under Germany's post-World War II federal structure, the Laender (states) have primary responsibility for investigating and prosecuting crimes, including TIP. Local government resources for law enforcement, assistance to victims, and counseling by NGOs depend on the budgets of the Laender, a situation which NGOs report can lead to an uneven distribution of funding. Federal Family Ministry officials promote the funding mechanism used by Rhineland-Palatinate as a best practice model for ensuring regular funding of programs that assist victims. Under this model, a general budget line item is allocated annually to help trafficked victims without allotting a fixed sum to each locality. Baden-Wuerttemberg also adopted this model. The government-funded Association against Trafficking in Women and Violence against Women in the Migration Process (KOK) published results of a 2006 conference that focused on best practices and funding models.

**C-2. Resources for Victims.** Trafficked victims are entitled by law to basic medical care and to assistance for basic living expenses. Local social welfare authorities are responsible for distributing benefits. NGOs have expressed concern that basic benefits identified by governing legislation do not include psychological treatment, though some Laender cover the cost of psychological treatment on a case-by-case basis. In April 2006, KOK published a handbook giving a comprehensive overview of available resources for TIP victims. In November 2006, the Federal Constitutional Court ruled that compensation payments for pain and suffering -- including payments to TIP victims -- can no longer be deducted from payments for basic expenses under the benefits law for asylum seekers.

**1D. Surveys, Reports.** The government and government-funded NGOs systematically monitor Germany's anti-trafficking efforts. In addition, parliamentarians routinely query the government on efforts against TIP and related issues, obliging the government to publish reports in response. The German government makes regular assessments of its counter-TIP efforts available to the UN, the EU, the Council of Europe, and the OSCE. The BKA, as well as the Federal-State Interagency Working Group, state level interagency working groups, and Laender Offices of Criminal Investigation (LKAs) meet regularly to evaluate and discuss

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counter-TIP programs. Independent NGOs conduct their own evaluations of the government's counter-TIP efforts and regularly publish assessments.

Each year the BKA produces a report on sex trafficking in persons in Germany covering the previous year's developments. Topics include statistics on investigations, victims, and traffickers. The ILO in June 2006 published a report on the results and recommendations of conferences held between 2004 and 2006 on capacity building to combat the forced labor outcomes of human trafficking in Germany and five other European countries. In June 2006, the government published a report on its efforts to combat sexual exploitation of children at the German-Czech Border, in response to a query from the German Federal Parliament.

In September 2006, the German Federal Parliament published a report on organizational and other measures to improve visa issuance. This report is the result of the findings released

by a parliamentary investigatory committee set up to review visa issuance policies during the previous legislative period. This body and an earlier investigative committee were established in response to a reported increase in the number of visas issued during 2001-2003 and suspicions of fraud in Eastern Europe. The government took a series of steps worldwide to tighten rules governing visa issuance, beginning in 2002.

In December 2006, The Interior Ministry published a report on the 2006 Soccer World Cup Championship, which focuses on the nationwide security concept German authorities implemented during the games, including measures taken to prevent and combat TIP. In January 2007, the Family Ministry presented an internal report on preventive measures implemented against TIP in connection with the World Cup, including public awareness and prevention campaigns conducted by NGOs with the support of the Family Ministry and other government agencies. This report and an Interior Ministry "experience report" on law enforcement measures taken against TIP during the World Cup were presented to an EU working group in January 2007 (ref D).

In February 2007, the government published a report on labor trafficking legislation enacted in 2005 under the Schroeder Government that broadened and strengthened existing penal code provisions.

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PREVENTION  
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1A. Germany's government acknowledges TIP as a problem that must be vigorously combated. During meetings with the Ambassador in 2006, Federal Family Minister von der Leyen and other high-ranking German officials stressed the importance of fighting TIP and described Germany's engagement (ref E). In numerous discussions with our consuls general, Laender ministers have also reaffirmed their commitment to fight TIP and child sex tourism. German officials at all levels have underscored their resolve and their efforts to fight TIP to officers from several USG agencies and at every level of the Mission (refs G-K).

1B. Government Agencies. Within the German government, the Federal Family Ministry has the lead for preventing TIP and funds numerous public awareness campaigns and education projects implemented by NGOs.

The Federal Justice Ministry in 2006 drafted a number of TIP related laws, including legislation to improve the protection of juveniles against sexual exploitation. The Ministry manages the National Training Academy for Judges and Prosecutors, which offers training regarding cases involving organized crime, child victim witnesses, and international cooperation.

The Federal Ministry for Economic Cooperation and Development (Development Ministry) has funded development projects abroad

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to combat TIP since 2003. Since 2004, the Ministry has also funded programs to combat trafficking in children. The German Society for Technical Cooperation (GTZ), a government-owned corporation for international development cooperation, develops and executes these projects.

The Federal Ministry for Labor and Social Affairs, through its government employment offices, offers former prostitutes and trafficked victims job-placement assistance and training in other fields. The Ministry has issued strict guidelines to ensure job seekers are not offered employment in the commercial sex industry, unless a job seeker expressly requests information about such employment. Government regulations and guidelines stipulate employment agencies cannot compel unemployed people to accept such employment, nor can job seekers be denied unemployment benefits for refusing to accept employment in the commercial sex industry. The Labor Ministry administers EQUAL funds -- an EU-funded project run by IOM and NGOs that sponsors reintegration programs for TIP victims and runs through 2007.

The Ministry of Foreign Affairs (MFA), in addition to tightening rules and procedures for reviewing visa applications, is actively involved in outreach to potential victims in countries of origin (see PREVENTION C).

The Federal Office of Criminal Investigations (BKA) has a counter-trafficking office that coordinates international TIP cases, promotes cooperation with other countries and regional organizations (including through the Southeast European Cooperative Initiative (SECI) and the Baltic Sea Task Force), cooperates closely with Europol and Interpol, and organizes training programs for German and foreign law enforcement authorities. The BKA established a federal-state working group in 2005 comprised of police officials from a number of Laender, the BKA, and Customs to explore the effects of the new counter-TIP legislation and to focus on trafficking of children. It is currently reviewing areas for further

research regarding the exploitation of children. The BKA has expanded its Organized Crime Section's illegal immigration unit to cover trafficking for labor exploitation as well.

The Federal-State Interagency Working Group on Trafficking in Women, established in 1997 under the Family Ministry's lead, reviews counter-trafficking issues, disseminates best practices, and provides input for new laws and directives. Members include representatives from the Federal Ministries of Justice, Interior, Foreign Affairs, Economics and Technology, Labor, Health, and Development, as well as from NGOs, law enforcement agencies, and Laender governments. The working group has developed a model cooperation concept agreement to formalize cooperation among police, welfare agencies, and NGOs to enhance protection and assistance to victims and to encourage victims to testify against traffickers. Nine of the sixteen Laender have concluded cooperation agreements. Instead of a formal cooperation agreement, the North-Rhine Westphalia Interior Ministry issued a regulation formalizing cooperation among agencies and NGOs as early as 1994.

A federal-state working group on combating sexual exploitation of children has existed since 2003 and meets several times every year.

The Laender Offices of Criminal Investigations (LKAs) have special units that deal with TIP or with organized crime. The Hamburg police, for example, deploy approximately 20 officers to deal with TIP and pimping. The BKA and the Hamburg police have attributed the high investigation success rate and the high number of victims willing to approach the police in Hamburg to the trust that specially trained milieu police have built up. Numerous Laender offices, including Family, Social, Justice and Labor ministries, are involved in developing programs at the state level. Several Laender have interagency working groups or task forces that include NGOs. Hesse, Baden-Wuerttemberg, Bavaria, and Thuringia have signed inter-state memoranda of understanding to coordinate in fighting TIP. Saarland has established an interagency unit

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in the Ministry of Interior to combat TIP. As a result of the 2005 amendment of trafficking provisions in the Federal Penal Code, state police authorities have restructured their organized crime or TIP units to include labor exploitation crimes and have started to cooperate with the Customs Authorities' Illegal Employment Control Units (FKS) to enforce the new laws (PROSECUTION A-1, A-2).

GASIM. The Federal Interior Ministry created a new inter-agency analysis and strategy center (GASIM) in May 2006 that is comprised of experts from the police, security agencies, customs authorities, the Foreign Ministry and the Agency for Refugees and Migration. It is designed to exchange and collect information on illegal migration, related organized crime, visa fraud, illegal employment, and trafficking; to analyze the illegal migration situation; and to support investigations and international cooperation.

Federal Finance Ministry. The Customs Authorities' Illegal Employment Control Unit (FKS) under the Federal Finance Ministry was restructured in 2004 and increased its personnel through 2006. It now employs approximately 7,000 at 113 offices throughout Germany. The Illegal Employment Control Unit investigates violations of the Illegal Employment Law, including cases of exploiting foreigners working in Germany without residence or work permits. Under the law, it is not only a criminal offense to employ foreigners working in Germany illegally, but also to pay them less than prevailing wages or to provide them substandard working conditions. The Unit cooperates closely with a number of agencies, including federal and state police authorities, especially in cases where the labor exploitation reaches the level of labor trafficking.

**1C.** Public Information and Education Campaigns. German public awareness of trafficking has increased significantly. In 2006, the government continued to support and fund NGOs campaigns in Germany and abroad.

The Federal Family Ministry fully funds KOK, the lead body representing 34 NGOs and counseling centers assisting victims. The KOK as a member of the Federal-State Interagency Working Group coordinates projects, conferences, studies, and research.

German embassies and consulates conduct outreach programs, including distribution of brochures in 13 languages that warn about trafficking. For example, the German Ambassador to Kenya called for strengthening Kenya's laws against child sex tourism at an anti-trafficking conference in February 2007.

World Cup Campaigns. Top German Government officials were personally engaged in supporting World Cup anti-TIP campaigns or initiatives. For instance, Federal Interior Minister Schaeuble invited NGOs to discuss anti-TIP campaigns before and during the World Cup; the Mayor of Berlin -- along with the President of the German Soccer Association (DFB) --

served as patrons of a campaign; and Hesse Minister-President Roland Koch participated in a night-time sweep through Frankfurt's large red-light district to identify trafficking victims in the run-up to the World Cup. The sweep followed a much larger May 10 raid of brothels, bars, and private apartments across the state. The raids, involving hundreds of police and justice officials, were designed to identify trafficking victims in the commercial sex industry as well as traffickers (refs J-K).

Nongovernmental organizations throughout Germany -- with government or faith-based support -- conducted 21 TIP awareness campaigns during the World Cup. Most campaigns received financial assistance from federal, state, or local governments. The Federal Family Ministry funded several of the most prominent campaigns, as well as two of the three NGO-operated telephone hotlines for TIP victims, potential clients, and others. For example, the Ministry funded a nationwide TIP awareness campaign during the World Cup conducted by the German Women's Council, an umbrella group of over 50 women's professional associations. According to the

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German Women's Council, nearly 1,000 local and regional groups participated in the campaign and collected signatures of approximately 80,000 people for the campaign's petition. Diakonie -- the Lutheran Church's social aid organization -- sponsored a campaign to place billboards that read "Say No to Forced Prostitution" in multiple languages inside and outside major train stations during and after the World Cup. The organization also ran ads in major newspapers and set up a 24/7 telephone hotline for TIP victims. The Catholic NGO Solwodi conducted a nationwide information campaign during the World Cup that included the distribution of 100,000 flyers, 10,000 posters and 40,000 stickers nationwide. Solwodi also operated a telephone hotline (refs D,G,J,K).

Evaluations conducted by the Family Ministry and individual NGOs concluded public awareness and prevention initiatives reached a wide and multi-faceted spectrum of society far beyond the women's movement and other organizations normally engaged on the issue. Counseling centers reported a decline in the number of forced prostitutes during the World Cup. The police reported five cases of sex trafficking linked to the World Cup. The IOM concluded there was no significant increase in TIP during the World Cup and credited extensive prevention campaigns and an increased police focus (ref D).

Conferences. Two experts from the U.S. Department of Justice visited Germany in October 2006 to brief German experts on the U.S. approach to prosecuting trafficking crimes and the provision of residence benefits and other social services to TIP victims in the United States. They spoke with parliamentarians, key federal and state government officials -- including the Bavarian Justice Minister, who had recently returned from the U.S. after participating in an International Leadership Visitor Program that featured TIP issues -- and state prosecutors general. German working-level experts attended TIP-related roundtable discussions organized in Berlin, Frankfurt, and Munich by the Embassy and consulates.

International Campaigns. In December 2006, the GTZ started a new initiative to promote women's rights that will focus, inter alia, on combating trafficking and labor exploitation of women, preventing trafficking, and providing counseling for women. In addition, the GTZ will continue to conduct programs through 2007 to implement the Optional Protocol to the Convention on the Rights of the Child (CRC) on the Sale of Children, Child Prostitution, and Child Pornography and to counter child sex tourism.

Child Sex Tourism. The German government continued to co-fund the Association to Protect Children from Sexual Exploitation (ECPAT) in Germany to undertake programs to raise awareness regarding child sex tourism, including distributing a flyer against child sex tourism to tour operators, and briefings for employees in the tourism sector in 2006. Both the German association of travel agencies and tour organizers and the federal association for the tourism sector signed the Code of Conduct for the Protection of Children from child sex tourism developed by ECPAT. In October 2006, ECPAT offered for the first time a GTZ-funded train-the-trainer workshop for German tour operators.

The Federal Family Ministry funds several campaigns organized by the NGO Terre-des-hommes to stop child sex tourism, including the campaign "Please Disturb" an Internet platform that contains information about child sex tourism and calls for tourists to notify authorities to help stop the practice. The Ministry is providing 200,000 euros for this campaign from 2005 through 2007. The Federal Family Ministry also co-funded a new advertisement for this campaign that LTU, one of Germany's largest charter airlines, started to show on April 1, 2006. LTU specializes in holiday travel and flies to vacation spots throughout the Mediterranean, as well as to locations such as Sri Lanka, Thailand, and the Caribbean. LTU included awareness-raising ads in its airline magazines as well. The campaign is geared to reach potential clients



and aims at encouraging tourists to report suspicious activities.

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In 2006, the GTZ's project pursuant to the UN Convention on the Rights of the Child, "Protection of Minors against Sexual Exploitation," continued to conduct projects in a number of countries. For example, in May 2006 together with the German association of travel agencies and tour operators (DRV) and ECPAT, the GTZ conducted a workshop for tourism experts, hoteliers, police and NGOs in the Dominican Republic. The training focused on sensitizing these groups and illustrating the Code of Conduct.

Throughout 2006, the GTZ also supported ECPAT Guatemala in implementing training courses for approximately 600 law enforcement and migration officers in Guatemala to sensitize them with regard to sexual exploitation of children in tourism.

**1D. Other Government Support.** The Federal Family Ministry's mandate is to promote women's interests and all aspects of gender mainstreaming, to raise public awareness for women's issues, and to sponsor related programs.

**1E. Government Relationships with NGOs.** German federal and Laender governments and agencies work actively with civil society and NGOs, both secular and faith-based, to combat TIP. Nongovernmental organizations participate in the Federal-State Interagency Working Group, as well as in similar Laender working groups, and several Laender-level cooperation agreements have been concluded with NGOs. The government-funded GTZ cooperates closely with numerous NGOs abroad to implement projects. The BKA shares information with ECPAT about criminal proceedings in Germany against child sex tourists to enable ECPAT to facilitate the participation of child victims abroad as joint-plaintiffs. ECPAT keeps the BKA informed regarding cases abroad to expedite investigations. The Federal Family Ministry funds the KOK. The Federal Family Ministry, the Federal Interior Ministry, BKA, and Laender police and government agencies cooperated closely with NGOs, counseling centers, and experts in the preparations for the World Cup (refs D,E,G,J,K).

**1F. Monitoring Immigration and Emigration Patterns.** The new inter-agency analysis and strategy center on illegal migration (GASIM), established in May 2006, monitors and analyzes illegal migration movements and patterns of organized crime, including trafficking. Law enforcement officials screen for potential TIP victims attempting to enter from countries not party to the Schengen Agreement. Under the Schengen Agreement, Germany and other EU countries party to the agreement have reciprocally agreed to abolish border inspections (neither Poland nor the Czech Republic is yet party to the Schengen agreement). The Federal Police (Bundespolizei), as the successor agency since July 2005 to the Federal Border Police, cooperates closely with counterparts in neighboring countries. In 2004, German and Polish authorities established a joint border control office in Frankfurt/Oder to conduct joint investigations at the border. German and Czech authorities also conduct joint inspections at border crossings. During the World Cup, Germany selectively re-established border controls at borders with other Schengen members (i.e., Germany's borders with Austria, Belgium, Denmark, France, Luxembourg, and the Netherlands) on the basis of law enforcement and intelligence information. The government continued closely monitoring entry into Germany (i.e., at non-Schengen borders) and patterns of migration into the country.

German Child Sex Tourism in the Czech Republic. Since May 1, 2004, under a German-Czech bilateral agreement, eight border control points have been staffed with both countries' border police. For several years, a German-Czech counter-trafficking working group has operated to enhance police cooperation and information sharing. Child sex crimes committed by Germans abroad are prosecuted in Germany under an extraterritoriality provision in the Penal Code. The German police maintain close contact with NGOs that are actively involved in combating child sex tourism. In June 2006, the government published a report on the situation of

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combating child sex tourism at the German-Czech border. The report highlights Germany's efforts to stop trafficking and child sex tourism.

**1G. Interagency Work Groups/Task Forces.** In addition to the Federal-State Interagency Working Group on Trafficking in Women, similar interagency working groups and/or task forces exist in several Laender. The BKA Division for Combating Trafficking is another important player promoting cooperation at both the national and international level (see PROSECUTION B). The LKAs have counter-TIP or organized crime units, as well as public anti-corruption units or task forces. At the federal level, an anti-corruption directive applies to all

federal government employees. The BKA has an internal affairs unit to combat corruption.

International Cooperation. Germany is active in numerous international fora on TIP (e.g., Baltic Sea Task Force on Organized Crime; Southeast European Cooperative Initiative Task Force; G8; Interpol; Europol). Germany has taken a leading role in the EU and UN on counter-trafficking. As a member of the Council of Europe (COE), Germany is the vice-chair in the working group that drafted the Convention on Action against Trafficking in Human Beings. Germany contributes to the OSCE Office for Democratic Institutions and Human Rights (ODIHR) and its counter-trafficking project fund.

The BKA has stationed liaison officers in German Embassies in Eastern European countries and Asia; they focus on legal cases, including TIP cases, and the BKA trains law enforcement authorities in source countries.

Turkey selected Berlin and a group of Austrian cities to conduct an 18-month twinning project to raise the standards for combating TIP in Turkey to the level of EU member states. A team of Berlin law enforcement experts will implement the project through 2007.

**1H. National Action Plan.** The Federal Family Ministry is in close contact with other agencies and NGOs, especially through the Federal-State Interagency Working Group. The Ministry's action plans on TIP (see OVERVIEW B) and child sexual exploitation are posted on the Ministry's website ([www.bmfsfj.de](http://www.bmfsfj.de)).

#### ----- INVESTIGATION AND PROSECUTION OF TRAFFICKERS -----

**1A. Criminal Law on Trafficking.** Germany's criminal law on trafficking was amended and expanded in 2005 to broaden and strengthen provisions on sex and labor trafficking. Under the new law, trafficking for sexual exploitation is prohibited under Section 232 of the federal Penal Code, and labor exploitation is prohibited under Section 233, both internally and trans-nationally. Trafficking for labor exploitation includes slavery, bondage, debt peonage, and working under exploitative working conditions. Alternatively, a vast array of related laws with similar penalties exist which are used in trafficking cases, e.g., promotion of trafficking (Section 233(a)), kidnapping (Section 234), abduction (Section 234(a)), child stealing (Section 235), child trade (Section 236), deprivation of liberty (section 239), extortionate kidnapping (Section 239 a), coercion (Section 240), sexual exploitation of minors (Section 176), promoting sexual acts of minors (section 180), exploitation of prostitutes (Section 180(a)), pimping (Section 181(a)), sexual exploitation of juveniles (Section 182), sexual coercion/rape (Section 177), sexual abuse of children (section 176), and human smuggling (Section 96 of the Immigration Law).

In August 2006, the Federal Cabinet approved a bill now pending before the Federal Parliament to amend the Penal Code to increase protection of juveniles from sexual exploitation (see D-2).

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Immigration Law. Since January 1, 2005, a new Immigration Act has regulated all aspects of immigration, integration, asylum, and deportation. Under a new provision, human smuggling into Germany now constitutes a compelling ground for deportation (Section 54(V)). Law enforcement authorities believe this new provision will be an effective deterrent to traffickers.

Labor Laws. Several labor laws ban illegal employment. Individuals or companies employing persons who do not have residence or work permits violate the Illegal Employment Law and are subject to administrative or criminal penalties. Furthermore, employers who employ foreigners without a residence or work permit under "exploitative work conditions" -- working conditions significantly below the standards under which a German employee would perform a comparable job -- commit a criminal offense. Prior to inclusion of the expanded labor trafficking provision (Section 233) in the Penal Code in 2005, slavery and bondage were covered by Section 234 (kidnapping). Since 2005, Section 233 criminalizes all forms of labor exploitation, including slavery and bondage cases. Section 234 was amended accordingly and limited to cases where someone is kidnapped to bring him into a helpless situation.

Criminal Procedure Law. Germany has forfeiture laws under which police can seize assets that traffickers obtained from criminal activity.

In January 2007 a new law came into effect expanding government authority to confiscate proceeds of criminal activity and to strengthening the corresponding rights of crime victims. TIP counseling centers have applauded the new



law, which can be applied in trafficking cases where the victim desires to leave Germany quickly. Previously, proceeds confiscated from traffickers were returned to the perpetrators three months after their conviction, if no one filed a claim. Now, victims have three years to file claims for compensation against their exploiters. If no claims are filed within the three-year period, the confiscated proceeds become state property rather than reverting back to the convicted criminal, as was previously the case. Furthermore, under the new law, crime victims' claims have priority over claims of creditors. Finally, the law simplifies and streamlines filing procedures.

**B. Penalties.** Penalties for sex and labor trafficking range from six months to ten years imprisonment. These penalties are commensurate with penalties for other serious crimes. Under the new law from 2005, fines may no longer be imposed as penalties instead of prison sentences. It is standard German practice for judges to suspend prison sentences of two years or less for all crimes, not just TIP-related crimes. Suspended sentences are generally handed down to those, such as drivers and telephone operators, who played an auxiliary role in the crime. Those who receive suspended sentences are often required to perform community service, pay damages, and/or meet regularly with a parole officer.

**C. Punishment for Labor Trafficking Offenses.** Under the 2005 law, penalties for labor trafficking (Section 233), including slavery and forced labor, range from six months to ten years imprisonment. Under Section 233(a) (promotion of trafficking) a recruiter in a source country could be sentenced to six months to ten years in prison. Section 233 covers the employers or agents who exploit a victim's "helplessness" to bring him/her into slavery, bondage, debt peonage, or exploitative working conditions. Attempted labor trafficking is also punishable under both sections. Because Sections 233 and 233(a) became effective in 2005 and because of the time-intensive nature of labor trafficking investigations, comprehensive statistics on the number of investigations, prosecutions, and punishments handed down are not yet available.

**D. Rape/Sexual Assault Penalties.** The penalty for rape under Section 177 of the Penal Code is two to fifteen years imprisonment. This sentence is commensurate with penalties

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for other serious crimes. Forcible sexual assault is punishable by one to ten years in jail. Sexual assault of children is punishable by imprisonment from six months to fifteen years.

**E. Legal Situation of Prostitutes.** Prostitution in Germany is legal, but highly regulated and restricted in practice. Communities have the authority to ban prostitution or to use zoning ordinances to exclude its practice from specific areas, usually city centers and residential neighborhoods. Prostitutes who violate this ban can be fined and charged under Section 184(d) of the Penal Code. The 2004 conviction statistics list 180 convictions under this section. The minimum age for prostitution is eighteen years.

The 2002 Law to Regulate the Legal Status of Prostitution was part of a wider effort to improve the social and legal situation of prostitutes. Prostitutes may now contribute to social security and unemployment, health care, and retirement insurance. Furthermore, prostitutes may participate in Laender-offered retraining and assistance programs. The German government completed an evaluation of the effects of the law that was published in January 2007. The evaluation concluded the legislation established a legal framework to improve the legal and social situation of prostitutes, but in practice little use was made of these new tools. The report also recommended additional measures to improve the situation of prostitutes; greater emphasis on programs to help prostitutes get out of prostitution; additional programs to educate clients; and improvements in protection programs for trafficking victims. In a public statement in January 2007, Family Minister von der Leyen said the German Government does not consider prostitution a suitable form of employment and noted the Ministry's primary goal is to help individuals get out of prostitution (ref B).

**Legal Status of Brothel Owners/Clients/Pimps.**

**Brothel Keepers.** Brothel keepers or landlords are criminally liable under Section 180(a)(I) of the German Penal Code if they hold prostitutes in personal or financial dependency, or if they employ a person under 18 as a prostitute. In 2004, fourteen adults were convicted under this section of the penal code. In January 2007, the Family Minister announced the German government plans to review ways to increase penalties for landlords who exploit prostitutes by charging exploitatively high rent to make them on par with penalties for pimps (ref B).

**Clients.** Section 182(II) of the penal code criminalizes clients who solicit sexual services from a person under the age of 16. Because the age of legal consent is 16, clients

of voluntary prostitutes who are sixteen or seventeen years old currently do not commit a crime. In late 2006, the government submitted legislation to parliament to raise the "protection age." The new bill will criminalize clients who patronize prostitutes younger than 18. The bill also criminalizes an attempt to do so and holds liable any perpetrator over the age of 13. Currently, only perpetrators over 18 may be prosecuted. The bill is designed to improve the protection of juveniles from sexual exploitation and implement the 2003 EU Framework Decision to combat the sexual exploitation of children and child pornography. Family Ministry officials expect the legislation to be passed by spring of 2007.

The November 2005 agreement of the then newly elected governing coalition stipulated that the government should review ways to punish clients of forced prostitutes. The Family Minister reiterated this plan in January 2007 and announced the Merkel government plans to draft a law to criminalize clients who knowingly patronize trafficking victims or forced prostitutes. The expressed intent of the law is to reduce demand and serve as a signal for clients (ref B).  
Pimps/Enforcers. Pimping, defined as exploiting a prostitute, controlling/arranging the services of a prostitute for monetary gain, or impairing a prostitute's

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financial or personal independence, is a crime under Section 181(a) of the penal code (71 convictions in 2004). The maximum sentence is five years. Pimps who induce persons under 18 to prostitute themselves are criminally liable under Section 180 (14 convictions).

**F. Number of Trafficking Investigations/Convictions.** During 2005 German law enforcement officials conducted a number of high profile TIP raids and prosecutions that led to the break-up of trafficking rings. For example, in June 2006 court hearings began in a criminal case against ten members of a Hamburg organized crime group charged with membership in a criminal organization, trafficking in persons for the purpose of sexual exploitation, and pimping. According to the Hamburg Public Prosecutor's Office, the gang forced 196 German women into prostitution between 2001 and November 2005, held them under restrictive conditions, and withheld most of their earnings. In December 2006 the Hamburg regional court released the defendants on bail. The proceedings are expected to continue through the spring of 2007. Hamburg police reported to consulate staff in February 2007 that charges against the gang will be lowered to 41 cases of trafficking of persons under the age of 21 and ten cases of pimping in order to obtain the highest possible penalties.

**Sex Trafficking Statistics.** The latest statistics available are for 2005. The 2005 BKA report lists 317 completed pre-trial investigations for sex trafficking crimes. In 2005, the BKA adopted a new approach for tracking TIP-related cases that tallies the number of investigations concluded, rather than the number launched, in a given calendar year. In comparison, the number of trafficking investigations launched in 2004 was 370. The BKA report cautions that the expansion of the EU -- which ended visa requirements for the new Eastern European and Baltic members -- made it more difficult for police officials to identify TIP victims because of the reduced opportunities to use charges of human smuggling and immigration violations as starting points to launch trafficking investigations.

The Federal Statistics Office publishes conviction and sentencing statistics for all crimes each year. The statistics are available on the Internet at <http://www.destatis.de>. This detailed and comprehensive (ca. 470-page) compendium lists convictions, sentences, time served, nationality of the offenders, first-time offenders, and juvenile offenders, along with other data. Statistics for 2005 are not yet available. In 2004, 137 adults and four juveniles were convicted on charges of sex trafficking. Government statistics on trafficking convictions generally under-represent the total number of accused traffickers sentenced and under-report the severity of sentences handed down (ref I). For instance, the statistics do not include cases where traffickers were convicted on multiple charges and one of the charges, such as rape or murder, carried a higher maximum penalty. Moreover, in convictions categorized under "trafficking," statistics report only the sentence handed down for the trafficking violation and not the aggregate sentence for all convictions.

An independent study completed by the Max-Planck Criminological Institute concluded German prosecutors seek maximum sentences for suspected traffickers by whatever means they can, e.g., by dropping charges of trafficking in favor of charges of human smuggling, tax evasion, or other crimes in order to improve the chances of successful prosecution.

**Labor Trafficking Statistics.** According to a government report, accurate and complete statistics on labor trafficking provisions (put in place in August 2005) will not be

available until statistics covering CY 2006 are released, due to the long-term nature of most investigations. Police statistics from 2005, which included section 233(a) investigations as of August 2005, listed one completed investigation. In 2006, several major labor trafficking cases received media attention. In October 2006, 700 federal Illegal Employment Control Unit (FKS) officials searched

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facilities throughout Germany in connection with a labor exploitation investigation against a group of five persons suspected of labor trafficking and human smuggling. In August 2006, German police and FKS officials raided more than 100 ice cream parlors as part of an investigation of an organized crime ring believed to have smuggled thousands of Eastern Europeans, some of whom were allegedly trafficked, into Germany. In December 2006, four suspects were convicted and sentenced to ten years in prison on charges of alien smuggling. According to Interior Ministry officials, the full range of related laws has been used to prosecute labor trafficking cases.

Time Served. In Germany, prison sentences up to two years for first time convicts are generally suspended, and convicted persons are released on probation. The trial judge decides whether to suspend a sentence or sentence probation based on detailed rules of the Code of Criminal Procedure and case law. By law, prison sentences over two years have to be served, however release on probation is possible once two-thirds of the sentence (and in some cases, half of the sentence) has been served.

**1G. Trafficking Groups.** The 2005 BKA Report on Organized Crime found 6.9 percent of organized crime investigations were related to pimping, trafficking, and gambling. Of the 683 persons suspected of sex trafficking reported to the BKA in 2005, 283 (41 percent) were Germans. Of the 283 German suspects, 57 were not born in Germany. The number of suspects from Turkey was 71 (10.4 percent); Romania was 39 (5.7 percent); and Bulgaria was 38 (5.6 percent). No reports exist on how and where profits from TIP are channeled. The BKA seized assets in 23 of the 317 pre-trial investigations in 2005, collecting 1.16 million Euros.

**1H. Investigation and Prosecution.** In TIP investigations, German police employ a full range of investigative techniques, including wiretaps, electronic surveillance, undercover operations, and offers of mitigated punishment for suspects who cooperate with police investigations.

**1I. Training.** Counter-TIP training is offered to police both within and outside Germany. The BKA offers seminars to train federal and LKA officers and border police in the inter-disciplinary handling of TIP cases, as well as seminars on investigating cases of sexual abuse of children. Counseling centers and representatives from several different ministries participate in these training programs. Laender police conducted training to explain the effects of the new counter-TIP legislation on law enforcement activities.

The National Training Academy for Judges and Prosecutors managed by the Federal Ministry of Justice offers trainings to prosecutors and judges that also cover issues of sexual exploitation of women and children in connection with cross-border crime. In 2006, training courses were offered on organized crime, as well as dealing in judicial proceedings with victims of sexual violence (including children), and dealing with children as witnesses.

**1J. International Law Enforcement Cooperation.** German law enforcement authorities routinely cooperate with counterparts abroad. Several bilateral police cooperation agreements with neighboring countries have been reached (see PREVENTION G and H). In June 2006, Germany and France, Spain, Belgium, the Czech Republic and Luxembourg signed the Pruem Agreement, which allows the countries to request and receive criminal records from each through an automated electronic transmittal system, including convictions of traffickers. Prior to that time, information exchange on criminal records had to be conducted through lengthy formal legal assistance procedures. The Federal Interior Minister announced in February 2007 that Germany will seek to transform this instrument into an EU-wide agreement. Germany provides legal assistance to other countries requesting assistance and participates in a number of regional initiatives (see PREVENTION H).

In August 2006, Germany and Vietnam concluded an agreement on

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combating serious and organized crime. The agreement strengthens cooperation by allowing for coordinated operations and increased information exchange. According to the Interior Ministry, this agreement will make combating significant areas of crime, such as human smuggling, human trafficking, sexual exploitation of children and child pornography, more efficient. In September 2006, Germany and the Netherlands concluded a justice and police agreement that

brings police cooperation to a new level. The agreement allows police forces of one country to conduct operations in the other country if executed under the lead of this country's police forces. This tool is especially useful for large events. In October 2006, Germany and France signed a police cooperation agreement that will allow the establishment of joint investigative teams and improve information exchange in trans-national crimes. In November 2006, the German and the Russian Justice Ministries concluded a cooperation agreement to exchange experiences in the areas of criminal law and enforcement of sentences.

German police cooperated closely on anti-trafficking investigations with police in other countries -- EU member states and non-member states -- during the reporting period. For example, German police cooperated closely with Dutch authorities in an anti-TIP investigation that disrupted a major international network of traffickers and led to the arrest of twelve suspected traffickers. Seven of the accused traffickers were arrested in Germany in February 2007.

Strengthening the European border management agency FRONTEX is a top German priority for its January-June 2007 EU presidency. Germany's Interior Minister highlighted this issue at the EU home affairs ministerial meeting in February 2007.

1K. Extradition. Statistics on the numbers of traffickers extradited are not available. Law enforcement sources report the number of extradition requests is low because foreign traffickers arrested in Germany are generally prosecuted in Germany. Germany can extradite non-German citizens or request the extradition of German and non-German citizens in accordance with extradition treaties or the Federal International Legal Assistance Code. Under the new EU arrest warrant bill, adopted by the Cabinet and before Parliament for approval, German nationals can be extradited to other EU member states for the duration of their trials for those accused of extraditable crimes, including TIP and sexual exploitation.

L./M. No evidence came to the attention of the Embassy of government involvement in or tolerance of trafficking.

1N. Jurisdiction. Germany's sexual abuse laws have extraterritorial effect. Countries of origin include the Czech Republic, Thailand, Vietnam and other South East Asian countries, as well as Brazil and Morocco. According to a government report on child sex tourism published in 2005, the BKA from 2000 to 2003 investigated an average of 21 Germans annually for child sexual abuse in South East Asia, Brazil, and other countries. ECPAT reported three cases in which German tourists were prosecuted in Morocco for child sex tourism in 2006.

1O. Ratification of International Instruments. Germany ratified ILO Convention 182 on April 18, 2002. Germany ratified ILO Convention 29 on June 13, 1956 and ILO Convention 105 was ratified on June 22, 1959. Germany ratified the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography on September 6, 2000. Germany ratified the UN Convention on Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, signed on December 12, 2000, on June 14, 2006.

Germany is in the final stages of ratifying the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography.

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Germany signed the Protocol September 8, 2000. The Cabinet approved the draft bill approving ratification in August 2006. It is now with the German Parliament for approval. Amendments to the Penal Code to implement measures in the Protocol are currently before the German Parliament as part of a second bill that also implements requirements of the 2003 EU framework decision to combat the sexual exploitation of children and child pornography. Germany signed the Council of Europe Convention on Action against Trafficking in Human Beings in May 2005, and is currently preparing for its ratification in 2007.

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PROTECTION AND ASSISTANCE TO VICTIMS  
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1A. Residence Status. Germany grants TIP victims who reside in Germany illegally a minimum of a four-week grace period before deportation. Victims who agree to testify against the trafficker are entitled to remain in Germany for the duration of the trial. Thereafter, victims must be repatriated. However, if they face threats to life, personal injury, or freedom, a permanent residence permit may be granted.

The Federal Interior Ministry is currently drafting a bill to implement the EU Council Directive 2004/81/EC from 2004 "on the residence permit issued to third-country nationals who

are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities." The draft law is expected to codify formally the practice of granting a 30-day reflection period, which is currently granted based on regulation vice statute.

Services and Health Care. German NGOs operate counseling centers in approximately 45 German cities, providing assistance and facilitating victim protection. Cooperating closely with police authorities -- and in nine of sixteen Laender through formal cooperation agreements -- the centers help victims deal with the German authorities, escort them to trials, and provide them with shelter, legal counsel, interpreters, job training, and related rehabilitation services. Victim witnesses are entitled to financial support for basic living expenses and basic health care under the Benefit Rules for Asylum Seekers. These benefits are about 20 percent lower than benefits afforded to the unemployed under the Federal Social Welfare Law. Victims who have been battered are entitled to long-term therapy, as well as pension and disability payments under the Victims' Compensation Act, even if they are illegal aliens.

In April 2006, the government-funded KOK published a brochure that comprehensively explains the full range of benefits and compensation claims to which TIP victims are legally entitled. The publication is designed to inform victims, counseling centers, and government agencies to ensure they make use of all possibilities at their disposal.

**B. Government Funding for Protection.** Federal, state or other public entities, as well as private donors, provide funding for the 25 domestic NGOs that operate counseling centers for trafficked persons. Counseling centers largely depend on state resources. The GTZ is developing several projects with foreign NGOs (see PREVENTION B).

**C. Referral Process.** A well-established referral process exists in all Laender. In cases where a cooperation agreement exists, the process is formalized. Authorities must inform victims of their rights and with their consent contact a counseling center. Victims are granted a minimum four-week grace period to decide whether to testify against their traffickers and, if they decide to testify, a temporary residence permit. Victims who decline to testify are generally deported, but in certain cases may apply for asylum.

**D. Victims' Rights.** Victims' rights are respected. Victims

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are granted a grace period to stay in Germany. Victims are not generally detained or fined, but placed with counseling centers. The new counter-TIP legislation from February 2005 gives prosecutors more authority to decline prosecuting victims who have committed minor crimes.

**E. Victim Participation in Court Proceedings and Compensation.** The government encourages trafficked victims to cooperate in the investigation and prosecution of TIP cases. Victim witnesses are entitled to join as "joint plaintiffs" in criminal proceedings against traffickers and to have a lawyer free of charge. As joint plaintiffs, they can actively participate in the proceedings, and are entitled to pursue civil remedies, including claims for compensation, in addition to the criminal proceedings.

The Victims' Rights Reform Law, enacted September 1, 2004, expands the rights of crime victims in criminal proceedings. The intent of the law is to reduce the psychological burden on crime victims, to increase their procedural rights, and to make it easier for victims to file claims for compensation against traffickers. Joint plaintiff victims are now also entitled to an interpreter. The law allows a third party, e.g., a representative from a counseling center, to be present when police question the victim. Police and prosecutors are now required to inform victims of their rights regarding witness protection, participation in the trial, and access to an attorney free of charge.

In December 2006, another bill became law that improves the protection of victims of juvenile offenders. The new law allows victims to join as co-plaintiffs, and to make claims for compensation in the trial, which was previously not allowed if the offender was a juvenile.

**F. Witness Protection.** Several options exist in Germany regarding witness protection programs. Victims may be placed under police protection and the care of NGOs (see PREVENTION A). Furthermore, prosecutors have the right to order protective measures as deemed necessary (such as bodyguards, testimony under disguise, etc.) for the duration of the trial. In some cases, police witness protection programs may relocate the victim to an undisclosed location with a new identity.

**G. Training.** See INVESTIGATION H. In 2005, the North-Rhine



Westphalia police developed a manual on best practices for combating trafficking crimes under the new legislation. The BKA included a similar manual on its restricted access intranet site for police officers in 2006 to make the information widely available to police officers throughout Germany.

**H. Repatriation.** The Federal and Laender governments share equally in covering the basic costs for repatriation, e.g., travel costs and pocket money, under IOM's Reintegration and Emigration Program for Asylum-Seekers (REAG program) in Germany. From 1999 until mid 2005, 727 TIP victims were repatriated under the program. In December 2006, IOM in cooperation with the Bavarian government conducted a conference on trafficking and on facilitating the return of victims.

In 2004, the EU Social Fund, working through the Federal Ministry of Economics and Labor, granted IOM Germany funds (so-called EQUAL funds) to launch a program, which runs through 2007, for reintegration programs for TIP victims. Since October 2005, IOM Germany and eight NGOs have implemented EQUAL projects ranging from professional training for TIP victims, to creating a database on reintegration issues for counseling centers, as well as conducting research projects.

**I. NGOs.** International organizations and NGOs that work with victims include IOM (details under H.), faith-based organizations (Solwodi, Misereor, Caritas), ECPAT, and Terre-des-hommes. Cooperation among numerous local NGOs and local authorities is close and in several Laender has been

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formalized.

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BEST PRACTICES  
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German anti-TIP measures enacted in connection with the 2006 World Cup merit serious consideration for inclusion among best practices in the 2007 TIP Report. The German government, police, and NGOs initiated planning for the event in mid-2005. The comprehensive prevention and protection measures implemented were unprecedented and have received widespread recognition. The Swedish International Development Agency (SIDA) and IOM credited these extensive measures with preventing the increase in trafficking during the World Cup that many had expected and feared. (Copies of informational pamphlets and other materials have been sent to G/TIP via unclassified pouch.) The German approach is a model for other countries planning to host similar large-scale international sporting events (see refs D,G,J,K).

German law enforcement authorities started to develop police strategies and concepts to prevent and investigate crime, including trafficking, during the World Cup as much as one year before the games commenced. These measures included an overall World Cup National Security Concept, a state-federal law enforcement information-sharing framework, greater police presence in red-light districts, additional inspections and raids, selective reinstatement of border controls, and other measures. Politicians and public figures at all levels actively promoted anti-TIP efforts during the World Cup.

The government funded a number of the major campaigns conducted by NGOs nationwide, as well as a telephone hotline for TIP victims and potential clients. Posters displayed in key areas throughout Germany and flyers available at places where fans gathered to watch games/events on large outdoor screens, are only a few examples of the scope of the campaigns. The issue of trafficking reached an audience larger than previous anti-TIP campaigns and triggered debates in all Laender parliaments.

As a result, only five cases of sex trafficking in connection with the World Cup were confirmed, and several reports by the German and Swedish governments, as well as the IOM and several anti-TIP NGOs, concluded that Germany's counter-TIP efforts in connection with the World Cup were successful. The EU is evaluating Germany's experiences to develop best practices for future large events. A number of countries have already contacted the German government to learn from Germany's counter-TIP experiences.

The scope and depth of counter-TIP initiatives at all levels throughout Germany in connection with the 2006 World Cup has been unsurpassed by any other country hosting a large sports event. It serves as a model for all other countries.

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